United States Department of Agriculture
Forest Service

Francis Marion National Forest

Draft Forest Plan Assessment

Francis Marion National Forest, Berkeley and Charleston Counties, South Carolina

Sections 12 and 13:

- **Federally Recognized Indian Tribes**
- **Cultural and Historic Resources and Uses**

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Francis Marion National Forest
Draft Forest Plan Assessment
Berkeley and Charleston Counties, South Carolina

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12 Federally Recognized Indian Tribes

Federally recognized Indian tribes and government-to-government consultation was not addressed in the 1996 land management plan. The Forest Service 2012 Planning Rule states that in the assessment for plan development or revision, the responsible official shall identify and evaluate existing information relevant to the plan area for areas of tribal importance.

12.1.1.1 Introduction

The Catawba Indian Nation, located near Rock Hill, South Carolina, is the only federally recognized Indian tribe with connections to the plan area. The Catawba are a confederation of many different Indian peoples from North and South Carolina. Native peoples were devastated by Old World diseases to which they had no natural immunities. Others were enslaved by European colonists or were displaced by warfare. The Catawba joined with the Yamassee and other Indian groups during their revolt against the South Carolina colonist between 1713 and 1715. After their defeat many of the native peoples of the Lowcountry moved to the upper piedmont of South Carolina and took refuge with the Catawba. This led to an amalgam of linguistically diverse populations and the formation of a powerful native alliance that became the Catawba Nation.

While most Indian people fled the Lowcountry there were groups of Indian peoples that remained. Many of their descendants still live in communities throughout the Lowcountry and have come together to be recognized by the State of South Carolina and form State-recognized tribes. However, none of the State-recognized groups live within the Forest area. There is little to distinguish the Catawba or members of the State-recognized tribes from other Americans living in the State (Hudson 2007, page 3).

12.1.1.2 Existing Information

Given the distance between the Catawba Nation and the Francis Marion National Forest there has been little interaction, visitation, or use of the Forest by the Catawba or other Indian peoples (this is not to say that there is no interest in the Forest by Indian people). Unlike North Carolina where Cherokee traditional practitioners come to the Forest to gather forest products for use or to visit sacred sites, there is no record of active use of the Forest by the Catawba or other people of Indian descent. This is due mainly to the fact that there has not been a significant Indian presence since the Yamasee War ended in 1716. Most of the local Indian people were either captured or removed, or they moved away from the area seeking refuge with the Catawba. A few small communities remained in the Lowcountry, but none are found on or adjacent to the Forest.

12.1.1.3 Current Condition and Trends

The Forest currently consults with the Catawba Indian Nation as part of its project review under the National Historic Preservation Act. However, there are no other agreements or partnerships.

The Catawba Indian Nation is committed to conserving their culture and its connection to the land. They are particularly interested in locating natural clay deposits which they use to create native ceramic vessels and objects. Sources near their reservation are not always accessible and suitable clay from the Forest area would help to maintain this important cultural craft industry. However, the distance between the where the majority live and the Francis Marion National Forest makes it impractical for them to use this resource even if there were a source on the Forest.

The Catawba River is a source of spirituality and provided transportation, food, and drink for hundreds of years. The river remains central to Catawba life, but having access to clean water is also a source of deep concern as development, agriculture, and timber harvesting have degraded the quality of the water. Again the physical separation between the residents and the Forest make this impractical.

12.1.1.4 Information Needs

The Forest needs to determine what issues may be culturally important to Indian tribes. These include such things as:

- Are there traditional cultural places or sacred sites or sacred places within the Forest?
- What resources are traditionally and culturally important to the tribe?
- Are there project activities of concern to the tribe within the Forest?
- How is confidentiality of cultural sensitive information protected?

The South Atlantic Landscape Conservation Cooperative in Raleigh, North Carolina, met with key stakeholders, including the Catawba, to assess their interests and needs. Their goals were to share information on how to connect, facilitate, and develop positive partnerships and to promote the preservation of traditional ecological knowledge. They found that the tribe was committed to conserving their culture and its connection to the land. They learned that the tribe is particularly interested in sources of clay deposits that would be suitable for use in the making of pottery. Handmade pots are an important cultural link to their past and an important economic craft industry as well. The Forest Service needs more time to consult with the Catawba to determine their interests in the Forest and how might the Forest and its resources help satisfy their needs.

13 Cultural and Historic Resources and Uses

13.1.1.1 Preliminary Findings

The 1996 Forest plan had a goal of protecting cultural values, but the statement is too broad to be meaningful because there are no Forest objectives specific to cultural resources. The standards and guidelines are inadequate, focusing only on meeting a limited number of the full range of legal requirements. Under the current land management planning regulation (36CFR219.2(a)) forest planning should:

1. Provide an overview of known data.
2. Identify areas requiring more intensive inventory.
3. Provide for evaluation of sites for National Register listing.
4. Provide for protection of significant cultural resources.
5. Identify maintenance needs for historic properties.
6. Identify opportunities for interpretation of cultural resources.
7. Examine the potential for interaction between cultural resources and other Forest uses (36CFR219.2(b)).
8. Coordinate with State historic preservation plans and the plans developed by other Federal agencies (36CFR219.2(c)).

The current plan called for the evaluation of cultural resources and the nomination of eligible sites to the National Register of Historic Places. There is an implied need to protect significant cultural resources, but the 1996 plan only articulates this as a specific goal for special areas within management area 8.

In the late 1990s the Forest implemented an effective monitoring program to compare existing cultural resource conditions to the desired conditions. Emphasis was placed on monitoring priority heritage assets, a subset of all cultural resources. Priority heritage assets are significant cultural resources whose management priorities are recognized through prior investments in preservation, interpretation, and use. Presently there are approximately 2,390 cultural resources on the Forest, of which 6 are considered priority heritage assets. Given the large number of cultural resources located on the Forest a sampling strategy is used to select a subset of historic properties for monitoring. This subset consists of priority heritage assets and other historic properties.

The following findings are presented in terms of how well the Forest is meeting the existing plan direction and the heritage program national strategy.

Land Management Activities. The Forest recognizes its obligation to abide by legal policy and Forest Service direction to protect significant cultural resources. The primary focus has been on avoiding impacts to cultural resources during project implementation. A review of annual monitoring reports from 2000 through 2011 found that eight archaeological sites were disturbed by various Forest management activities.

Forest Users. Vandalism and threats from Forest users is a serious concern. A review of annual monitoring reports from 2000 through 2011 found that at least 22 sites were damaged by unauthorized activities such as the use of woods roads, use of off-highway vehicles outside of designated trails, and the creation of unauthorized hiking and horseback riding trails. Often the damage was unintentional as users were unaware of the effects of their actions. However, the full scope of deliberate acts such as archaeological site looting and vandalism is not known due to the small sample of sites monitored. However, it is clear that the use of metal detectors to dig for relicts on historic sites is a continuing problem.

Natural Deterioration and Deferred Maintenance. The passage of time degrades the structural integrity of the buildings and other structures. Threats to historic buildings and structures are a serious concern and the Forest has taken modest steps to address some of the deferred maintenance needs for historic properties including the North Tibwin House and Walnut Grove House. The Forest has successfully developed partnerships with various institutions and organizations with the technical expertise to address some of the deferred maintenance needs. However, existing deferred maintenance needs have not been adequately addressed to prevent the reduction in structural integrity of historic buildings and lookout towers.

Environmental Threats. Natural threats, such as erosion, have damaged some archaeological sites; however, damage is not widespread. Natural threats are mostly confined to those cultural resources located adjacent to the Atlantic Intracoastal Waterway. Wave action by boaters on the Intracoastal Waterway is the most serious immediate threat. Long-term threats come from the potential for catastrophic storms and the continued rise in sea level.

National Register Evaluation and Listing. The Forest continues to evaluate cultural resources for their eligibility for listing in the National Register of Historic Places as part of historic property identification efforts in support of other resource activities. However, the Forest has not

reduced the archaeological site evaluation backlog due to insufficient funding to support such a costly and labor intensive effort. The Forest's emphasis is on meeting NHPA and NEPA compliance in support of other resource management activities.

Partnerships and Public Participation. Through the years the Forest implemented a number of successful partnership programs with various academic institutions and other interested organizations. These programs not only encouraged public participation, but the Forest was able to achieve results not possible with Forest staff and funding alone. Cultural resources which benefited from these activities include Battery Warren, North Tibwin House, the old Awendaw Work Center, and the Sewee Shell Ring.

Cultural Resource Interpretation. Interpretation is another area where the Forest saw some success. Two sites, Sewee Shell Ring and Battery Warren, have well developed trails and the Forest conducts public education programs and promotes resource stewardship. The interpretive trails help the Forest visitor understand and appreciate these and other sites on the Forest. However, the Forest faces challenges in developing new and improving existing interpretation.

Fiscal Constraints. Budget limitations constrain the ability to reduce deferred maintenance issues associated with historic property management and/or employ enhancement activities meant to bolster the integrity and understanding of the resource. Funding, time, and staffing constraints limit the number of sites evaluated for the National Register of Historic Places. No sites have been nominated to the National Register.

Changes in Legal Requirements. Since 1996, there have been changes to historic preservation law, new Executive orders, and initiatives establishing Federal policy. Preserve America Executive Order 13287 encourages Federal agencies to seek partnerships to make more efficient and informed use of these resources for economic development and other recognized public benefits [www.preserveamerica.gov].

Since the implementation of the 1996 plan, there have been changes in Federal law and regulation, with new manual and handbook direction (FMS 2360 and FSH 2309.12). These new tools provide the official legal policy and direction for Forest and line offices to meet heritage program standards. The 1996 land management plan was written prior to the implementation of the Forest Service's National Heritage Strategy for the management of cultural resources. The three principal goals of the strategy are to protect significant cultural resources, to share their values with the American people, and to contribute relevant information and perspectives to natural resource management. The strategy gives specific direction for forest land management planning including the development of goals and objectives, standards and guidelines, management area direction, land suitability in light of cultural resources, and cultural resource monitoring requirements.

13.1.1.2 Introduction

This guidance is considered in the development of the assessment write-up on cultural resources:

- Requirements in the planning rule.
- Evaluate existing information: social conditions, trends, sustainability and relationship to Forest plan in context of broader landscape.
- Consider existing and future conditions and trends.
- Assess sustainability of social, economic and ecological systems.

The Forest Service provides leadership in preserving America's heritage through responsible stewardship activities that recognize, preserve, protect, enhance, and use cultural resources for the greatest public benefit. In addition to identifying, monitoring, and protecting cultural resources, the Forest Service provides opportunities for the public to understand, enjoy, and appreciate their heritage within the national forest. To achieve these goals, cultural resource specialists provide information relevant to land use planning, research, public interpretation, and conservation education.

13.1.1.3 Existing Information

Information for this cultural resources assessment comes from multiple sources including the Forest Service's Natural Resources Management IWeb database, the Forest's geographic information system (GIS), cultural resources overview, and cultural resource inventory and evaluation reports. Annual land management monitoring reports and documentation from cultural resource condition surveys provided information on recent conditions. Together these various sources of information help to identify changed conditions within the plan area.

The prehistoric culture history of a region is usually presented as a chronological sequence of developmental or evolutionary stages. The earliest widely recognized period, the Paleoindian Period, began sometime around 12,000 years ago. Paleoindian adaptations appear to have been characterized by focal large-game hunting economies, low population densities, and large territorial ranges. The succeeding Archaic Period exhibits a gradual shift toward hunter-gatherer adaptations involving the exploitation of secondary resources (i.e., nuts, seeds, greens, fish, shellfish, etc.). Territorial ranges appear to have contracted and population levels are thought to have increased. The following Woodland Period saw the development of horticulture and other intensive forms of subsistence technologies and provided the basis for semi-sedentary and sedentary village life. Population levels were greater than those of the Archaic and territorial ranges continued to contract. The final prehistoric period in the Southeast is known as the Mississippian Period. Mississippian groups were characterized by sedentary village life, intensive corn agriculture, regional chiefdom societies, and platform-mound ceremonialism. These cultures rapidly declined with the entry of the Spanish and other Europeans in the sixteenth and seventeenth centuries.

The British Crown began open competition with Spain to settle the southeastern United States in 1629. This land was initially referred to as Carolana. After the Restoration in 1660, a group of noblemen who eventually put a claim on King Charles II to grant them possession of the province of Carolina in 1663 (Edgar 1998, page 39). These were the Lord's Proprietors and they held rights to make war and peace, establish towns and ports, to raise and maintain armies, collect taxes and duties, to impose penalties, grant pardons, and grant "title of honors." It was not until 1669 that the Lord's Proprietors decided to take an active role in the colonization. One of the Proprietors, Lord Ashley, took the lead in this endeavor and supplied three ships for 100 English men and women to immigrate to Carolina. Because land was scarce, the colony quickly attracted settlers from the West Indies, particularly Barbados.

The settlement of Charles Town, named after the king, soon took shape. A steady influx of new settlers was drawn from a diverse European population. Included in the mix besides the English were, in order of popularity, Scots, Irish, Welsh, German, French, Dutch, and Swedish settlers. The early French settlers were Huguenots, who first immigrated in 1680, fleeing religious persecution. Many of the Huguenots settled locations north of Charleston along the Santee and East Branch of the Cooper River and became successful rice planters. Planting, in fact, served as the impetus to move away from Charles Town and out into the countryside along the major

rivers (Kovacik and Winberry 1987, page 69). Land was variably fertile and the first plots settled were the "Indian old fields" formerly cultivated by the native population.

Owing to its deep harbor, Charleston rapidly became a major port city in the Americas and an influential and wealthy mercantile class emerged. The early export economy was driven by Indian trade, in particular the deerskin industry (Kovacik and Winberry 1987, page 69–70). Approximately 64,000 skins were exported annually to England at the end of the seventeenth century (Edgar 1998, page 136). Other important industries at the end of the seventeenth century included naval stores (i.e., pine pitch, rosin, and turpentine), lumber, and livestock. Naval stores products were used in the shipbuilding industry, but export levels reached a premature ceiling due to England's reluctance to buy the products. Nevertheless, by 1720 South Carolina had become the leading exporter of naval stores in the Empire (Edgar 1998, page 139). By the 1740s, this industry was well in decline. However, because the rice industry was so profitable, that labor could not be sacrificed to produce tar and turpentine. The main market for pine and cedar planking and shingles was the West Indies. The lumber industry maintained viability throughout the Colonial period. Barreled beef and pork were also exported in great quantities to the West Indies (Kovacik and Winberry 1987, page 71).

The agricultural industry was slow to develop beyond subsistence farming. Sugar cane was unsuccessfully grown, as were a number of other tropical crops grown in the West Indies. Rice ultimately became the main cash crop of the colony. In the earliest years, it was only grown on dry sites, but planters gradually developed techniques to allow them to grow it in freshwater upland swamps, which greatly increased production and profits. These early rice plantations were built on the backs and experience of West African slaves, who were quite proficient in clearing swamps, building dikes, and preparing rice seeds for planting.

Settlement outside of Charleston continued throughout the eighteenth century. A section of the James Cook map of 1773 shows the extent of this migration into the area in and around the Forest just prior to the Revolutionary War. The Cook map is the most detailed and accurate map of the period (Cumming 1958, page 254). Especially evident are the line of plantations between Georgetown Road and the coast in Christ Church Parish and the Huguenot residences along the lower Santee River. Dwellings ranged from impoverished shelters that were called "potato houses" to refined mansions (Edgar 1998, page 201). Potato houses were made of branches and dirt and were generally constructed to provide temporary shelter during the initial stages of settlement. The settlements depicted by Cook were likely more substantial. Rudimentary domestic structures consisted of dirt-floored, single room log cabins, sturdier hewn-log cabins, and wood frame houses. Finer homes consisted of either wood frames or brick walls and mimicked English floor plan styles, particularly central halls with flanking rooms. Many of the planters throughout the backcountry also had finer residences in Charleston. Enslaved Africans were generally charged with constructing their own dwellings. Consequently, they generally followed West African traditions (Ferguson 1992). These houses were small and made of wattle and daub or hand-made clay brick. Thatched roofs were steep to promote drainage.

The Lowcountry figured prominently in the Revolutionary War (Kovacik and Winberry 1987, page 84–85). Charles Town was attacked by the British in June of 1776, who met with stern resistance and they were forced to withdraw. Charles Town served as an important link in the continental supply system thereafter. Rice and indigo were exported to the French West Indies to finance supplies for the war. However, not everyone in the colony sympathized with the patriots. A large faction of Tories occupied the backcountry, but the British were not adept at mustering their support (Lambert 1987). In 1780, the city was captured. Resistance to the British

occupation of the colony was primarily conducted as guerilla warfare during the occupation. One of the most famous partisan leaders was Francis Marion, who launched attacks against the British from his stronghold in the swamps around Charles Town. The British did not withdraw from the colony until 1782. The colony had sustained a great deal of destruction during the War. Plantations had been destroyed and nearly 30,000 slaves had vacated.

The destruction wrought by the war actually stimulated the development of tidal rice cultivation in the Lowcountry (Edgar 1998, page 266–267). This technique required a much greater capital investment than traditional inland swamp fields due to the need for extensive dam and dyke systems. Tidal rice cultivation produced five to six times the rice per enslaved worker and this fact quickly transformed the agricultural landscape of the Lowcountry. Many of the inland swamp plantations were abandoned. By 1839 South Carolina produced three-quarters of the rice in the United States. Mills' 1820 map of Charleston District shows that very little change had occurred in the area of the Forest since the Cook map was drafted. However, it is interesting to note that the routes of the major roads used today were already established by the 1820s.

The first skirmish of the Civil War occurred in 1861 when Confederate gun batteries opened fire on Fort Sumter in Charleston Harbor. The tensions that had initially emerged during the formation of the Union over slavery ultimately led to the secession of the Southern States.

The Civil War ended the plantation system throughout the South. The agricultural economy of the Lowcountry declined and was replaced by small subsistence farms, phosphate mining, and timbering. The average farm size in South Carolina in 1880 was 143 acres, a fourfold reduction from the 1860 average (Kovacik and Winberry 1987, page 106–107). The Union supplied very little help to the freed slave population, which ultimately returned to farming through a new system of farm labor called tenancy. Settlements became widely scattered across the Lowcountry rather than being aggregated at plantation sites. Post-bellum agriculture was primarily focused on cotton and corn production. In the twentieth century, tobacco and soybeans also became important crops. All of these crops, with the exception of tobacco, were more productively grown in the upstate than in the Lowcountry.

Timbering activities shifted from the Great Lakes region to the South in the late nineteenth century (Hester 1997). Industrial timbering companies purchased large tracts of land, built mills, and commenced lumbering vast timber stands in the Southern pine belt. By 1918, in spite of cooperation with government foresters, private timbering companies had nearly depleted mature stands of trees. The Clarke-McNary Act of 1924 allowed the Federal government to acquire lands for the purpose of timber production. In 1928, the National Forest Reservation Commission approved the purchase of two tracts of land in South Carolina, a 75,000 acre tract on the Sampit and Black Rivers and the Wambaw purchase unit corresponding to the modern area of the Francis Marion National Forest. Most of the Wambaw unit, which consisted of about 100,000 acres, was held by the North State, Atlantic Coast, Dorchester and Tuxbury lumber companies. Purchase of the Wambaw unit finally occurred in 1933, resulting in the formation of Francis Marion National Forest. Most of the original facilities and roads associated with the Forest were built by the Civilian Conservation Corp in the 1930s.

All cultural resources are, to some degree, important. Site locations can help in understanding past human land uses over time. However, depending on their conditions and other factors, not all cultural resources are managed as significant historic properties. Site significance is usually defined in terms of eligibility for listing in the National Register of Historic Places. Historic contexts, similar to culture histories, are written to develop research questions or define characteristics used to evaluate their eligibility to the National Register.

In 1996, there were approximately 1,345 archaeological sites recorded on the Francis Marion along with three historic buildings and two historic fire lookout towers. Of these cultural resources, the Sewee Shell Ring was listed on the National Register of Historic Places. The Forest Service, in consultation with the South Carolina State Historic Preservation Office, determined that 23 archaeological sites were eligible for listing in the National Register, 861 were not eligible for listing and the remaining 415 sites were unevaluated.

As of 2013, there are more than 2,300 archaeological sites, 4 historic buildings, and 2 historic fire lookout towers recorded on the Francis Marion National Forest. However, the Sewee Shell Ring remains the only site listed on National Register. Approximately 59 sites are eligible for listing while 1,297 cultural resources remain unevaluated, but they are managed as if they were eligible for listing in the National Register. The remaining 943 cultural resources are ineligible for the National Register and are not actively managed by the Forest.

Priority heritage assets are those heritage assets of distinct public value that are or should be actively maintained and meet one or more of the following criteria:

1) The significance and management priority of the property is recognized through an official designation; e.g., listing on the National Register of Historic Places, State register, etc.

2) The significance and management priority of the property is recognized through prior investment in preservation, interpretation, and use.

3) The significance and management priority of the property is recognized in an agency-approved management plan.

4) The property exhibits critical deferred maintenance needs, and those needs have been documented. Critical deferred maintenance is defined as a potential health or safety risk, or imminent threat of loss of significant resource values.

Should an asset meet any of these criteria, it is designated as a priority heritage asset. Of the 59 cultural resources eligible for or listed in the National Register, 6 are considered priority heritage assets.

Other heritage assets are cultural resources that may have potential important historical or cultural significance, but lack formal listing and demonstrated need for active maintenance. Examples include archeological sites in the general forest area that could provide data about past human occupation, but are not located in an area subject to disturbance. Also included would be historic structures that are in stable condition, not considered a multiple use asset and are not significant enough to warrant priority heritage asset status.

The Forest Service attempts to determine the National Register eligibility of each new archaeological site when it is initially recorded or revisited. Often there is not sufficient time and funding to complete a full evaluation resulting in an increase in the backlog of unevaluated sites.

13.1.1.4 Current Condition and Trends

The 1996 plan sets as a Forest goal the protection and management of cultural values in protected unique areas. Under the Forest standards and guidelines it directs the Forest to inventory, assess, protect, and nominate cultural resources to the National Register. It establishes management areas to ensure protection and preservation of cultural values and encourages

visitation by the public. Currently, there is no change in conditions as the Forest is doing all of these with the exception of nominating historic properties to the National Register.

Changes in Science and Technology

Since 1996, several advances in technology led to a more complete understanding of the nature and location of cultural resources on the Forest. Improvements in computer processing led to the implementation of programs such as GIS. Through GIS we can visually display how sites are distributed across the landscape. It provides a technique for more sophisticated modeling of human adaptation to changing environments and climate through time. It can provide for a diachronic view that helps us to understand of where the nature and location archaeological sites on the Forest landscape at different times. Combined with the vastly improved GPS availability and accuracy, cultural resource specialists are better able to locate and map sites enabling better management of sites on the Forest.

We now know that human occupation of the Forest began much earlier and is more extensive than was known in 1996. It is clear now that changes in the climate led to changes in human occupation and exploitation across the Forest areas. The rise and fall in sea levels led to a collapse and then reestablishment of the local estuaries. This in turn forced local populations to adapt to new ecological conditions and a trend towards a more sedentary lifeway. By AD 800 to 900, the population exploded and people began to intensify exploitation of coastal resources. But by AD 1400 these highly intensified economic systems had depleted the estuaries which results in a subsequent depopulation of the region just prior to European contact and settlement (Cable 2013).

Cultural resources support to other program areas increased dramatically between 1996 and 2013. The greatest impact was the result of increased land management activities associated with timber harvesting. Activities related to timber management expanded as a result of the implementation of large scale analysis areas encompassing thousands of acres. As a result of legally binding agreements with the South Carolina State Historic Preservation Office (SHPO) and federally-recognized Indian tribes, the Forest implemented a more comprehensive approach for cultural resources activities in support of other resource management activities. This included the adoption of the Council of South Carolina Professional Archaeologists standards and guidelines.

Changes in Legal Requirements

Since 1996, there have been changes to historic preservation law, new Executive orders, and initiatives establishing Federal policy to provide leadership in preserving America's heritage by actively advancing the protection, enhancement, and contemporary use of the historic properties owned by the Federal government. Preserve America Executive Order 13287 encourages Federal agencies to seek partnerships with state, tribal, and local governments and the private sector to make more efficient and informed use of these resources for economic development and other recognized public benefits. In addition, it directs agencies to use existing authorities and resources to assist in the development of local and regional heritage tourism programs that are a significant feature of many state and local economies [www.preserveamerica.gov].

Since the implementation of the 1996 plan, there have been changes in Federal law and regulation, with new manual and handbook direction (FMS 2360 and FSH 2309.12). These new tools provide the official legal policy and direction for Forest and line offices to meet heritage program standards. The 1996 land management plan was written prior to the implementation of the Forest Service's National Heritage Strategy for the management of cultural resources. The three principal goals of the strategy are to protect significant cultural resources, to share their

values with the American people, and to contribute relevant information and perspectives to natural resource management. The strategy gives specific direction for Forest land management planning including the development of goals and objectives, standards and guidelines, management area direction, land suitability in light of cultural resources, and cultural resource monitoring requirements.

Condition of Known Resources

Thousands of archaeological sites within the plan area have survived three centuries of extensive land modification. Agriculture was the primary source of wealth from the colonial period onward. The landscape was modified to accommodate the various cash crops; rice in the swamps and wetlands, various row crops in the dryer uplands. Livestock grazed in both the fields and forests.

The dawn of the twentieth century saw the introduction of intensive timber harvesting by large lumber companies throughout the plan area. The Forest Service acquired much of these former lumber company lands to form the core area that became the Francis Marion National Forest. Since the mid-1930s, the area was subject to decades of modern land management activities conducted by the Forest Service.

During the same period, the national heritage resources program sought greater accountability and visibility (National Heritage Strategy 1999). The result was the creation of a national heritage database to track all activities, both legal compliance support to other resources and heritage resource program activities. Greater emphasis on plan level monitoring of archaeological sites and historic buildings improved efforts to track and document administrative and field procedures which provided information on sufficiency of Forest efforts to protect cultural resources. The heritage program developed new accomplishment measures as part of the national objective of a heritage program managed to standard. Together the new database and program measures created increased Forest accountability and heritage program upward reporting.

The 1996 plan included increasing the number of cultural resources listed on the National Register of Historic Places as a desired condition and objective. This objective was not met, and no additional cultural resources were nominated to the National Register. However, the number of cultural resources determined eligible for the National Register did increase.

Trends

A number of trends were identified that affect the condition of cultural and historic resources within the plan area.

Forest Users and Cultural Resources. Cultural resource assets within the Forest occur in rural settings which pose both challenges and opportunities. In a study by the National Trust for Historic Preservation, Lindberg and Halasinski (2005) found rural areas on the urban fringe, "… are experiencing population growth and sprawling development that threaten to eliminate the rural qualities that made them attractive to new residents in the first place." Some small, rural communities nestled within the Forest are in decline due to limited employment opportunities and economies shifting away from agricultural production. However, the trend for the Forest has been an increase in population growth and loss of green space which increases demands on the Forest for outdoor recreation opportunities. The most serious issue to emerge in the last decade has been an increase in vandalism and Forest user impacts to cultural resources.

Visitor impacts, particularly from dispersed and unmanaged recreation activities, continue to unintentionally impact sensitive cultural properties. Examples include unauthorized, user-created trails for off-highway vehicles, horses, bicycles, and hiking. Intentional visitor impacts include vandalism which has damaged three of the historic buildings and one of the historic fire lookout towers. Unauthorized and illegal excavation, metal detecting, and the removal of artifacts from sites by Forest visitors leads all lead to the loss of valuable scientific information.

Resource and Land Management. The area of the Forest has been subjected to a variety of land uses for over 300 years. Legacy activity impacts such as past land use and land management activities affected cultural resources prior to the establishment of laws and regulations meant to protect those resources. With the passage of time natural deterioration degrades the structural integrity of both archaeological sites and the built-environment (i.e., building and structures), degrades the composition of organic-based archeo-environmental data sets, and alters landforms which possess sensitive archaeological sites.

Current land management activities such as prescribed burning and wildland fire suppression can have significant adverse impacts on historic properties if not mitigated by actively avoiding and protecting these cultural resources. Wildland fire can destroy buildings and alter sensitive organic-based archeo-environmental data. Fire suppression activities using heavy equipment have an even greater potential to damage or even destroy archaeological deposits. Conflicting mission goals and objectives may minimize consideration of cultural resources. Thus, the goals and values of other resource programs may inadvertently hinder the Forest's ability to protect cultural resources eligible for the National Register of Historic Places.

Wildland fire can destroy built-environmental resources, and alter sensitive organic-based archeo-environmental data sets. Fire suppression activities using heavy equipment have an even greater potential to damage or even destroy archaeological deposits.

Natural Deterioration. The passage of time degrades the structural integrity of our built-environmental resources (i.e., building and structures), degrades the composition of organic-based archeo-environmental data sets, and alters landforms which possess sensitive archaeological sites.

Fiscal. Fiscal constraints and limitations affect the Forest's ability to reduce deferred maintenance issues associated with historic property management. Neglect of historic buildings and archaeological sites due to budget constraints threatens their integrity and the Forest's ability to preserve and protect cultural resources. As responsible stewards, the Forest cannot employ enhancement activities meant to bolster the integrity and understanding of the resource.

Budget limitations constrain the ability to reduce deferred maintenance issues associated with historic property management and/or employ enhancement activities meant to bolster the integrity and understanding of the resource.

Public Participation, Partnerships, Research. Likely, future trends include an increased demand for the preservation and enhancement of cultural resources to meet a growing demand for heritage tourism and public education. The number of people attending heritage programs and participating in heritage related events saw an initial increase from 1996. However, participation in heritage programs, such as Passport In Time and cost share partnerships, decreased due to declining heritage budgets and increased compliance workloads.

Heritage Tourism. According to the Travel Industry Association of America, visiting archaeological and historical sites is one of the top five reasons for traveling. People want to experience the Nation's history first hand. The Forest can create opportunities for visitors to gain an understanding of an unfamiliar place and well interpreted sites help visitors understand and appreciate their importance and strengthen the conservation message. Communities support cultural heritage tourism because it can have tremendous economic impact on local economies and enhance quality of life. Visitors have an expectation of a quality experience. However, successful promotion of historic and archaeological sites brings with it new challenges as an increase in the number of visitors can create problems for the very sites we seek to protect (National Trust for Historic Places).

The Forest Service can help to achieve these goals by ensuring public enjoyment of our Nation's heritage through greater knowledge and appreciation of cultural and historical resources. There is general agreement that the potential of cultural and historical resources to contribute to heritage tourism and education is underutilized and should be improved, and one way is to consider more effective ways to encourage outcomes that better use archaeological resources to promote heritage tourism.

Current heritage tourism efforts in the plan area include the South Carolina National Heritage Corridor, a federally designated national heritage area extending from the Appalachian Mountains to the South Carolina coast through 17 counties. The heritage corridor promotes and interprets the State's history, with emphasis on colonial settlement, agriculture, African-American history, trade routes and the State's ports.

Another heritage tourism focus in the plan area is the Gullah/Geechee Cultural Heritage Corridor. It extends along the coast from North Carolina, to northern Florida and includes the Francis Marion National Forest. Its focus is on the recognition of the Gullah people and their culture.

13.1.1.5 Information Needs

The Francis Marion National Forest contains a rich prehistoric record beginning 10,000 years ago up to European contact in the sixteenth and seventeenth centuries. Several seminal archaeological investigations conducted on or near the Forest from the late 1970s through the early 1990s served well as the primary authorities on the cultural chronology and adaptations of prehistoric groups on the central South Carolina Coastal Plain. However, in the last 17 years the Forest has generated an enormous amount of data that has outstripped our ability to synthesize the new information into a coherent system of research priorities to guide the cultural resources compliance process. This assessment documents the information needed to update the heritage database and to provide the necessary foundation to achieve research efficiency within a larger framework of cultural contexts.

It will take several years to achieve the objectives identified here. The first objective is to update and more fully develop the cultural chronology. Since the 1980s, the Forest generated a significant body of new information, particularly ceramic types and absolute date associations, but very little of the new data is incorporated into ongoing cultural resource inventories because there is no single, updated synthetic source to consult. The second objective would be to construct a database of site component density, which can then be analyzed in the following year within GIS to develop geographic models of site location and subsistence-settlement by cultural phase. The results of this modeling will serve as the basis for generating a series of contexts within the broad span of the cultural sequence.

Issues identified in the updated culture chronology and settlement pattern analysis should be developed to create a series of historical contexts for each phase or period. The major themes of adaptation and cultural interaction should be assembled and a series of research issues should be generated to make possible a more informed evaluation of site significance under the National Historic Preservation Act and the National Register of Historic Places. This will lead to recommendations for the more efficient management of the prehistoric cultural resources on the Forest.

Heritage program plans, one of seven elements that define a heritage program managed to standards, defines the desired condition of the heritage program on the Forest and includes program objectives, guidelines, and standards that are part of broad-scale land use planning. A heritage program plan is a synthesis of cultural resource information and can address information needs including:

- Archaeological, historical, and ethnographic background
- Cultural resource distribution, density, and diversity
- Physical condition of cultural resources
- Existing and foreseeable threats to cultural resources
- Traditional values ascribed to cultural resources
- Historic contexts represented by the cultural resources on the Forest

A heritage program plan can provide information on the projected number of cultural resources, and the types and locations of cultural resources which can improve predictive modeling and site identification strategies.